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# **Urban Buena Center**

**Urban Design Study**

**For the San Francisco  
Redevelopment Agency**

**Draft Urban Design Framework**

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**1978**

**more, Owings & Merrill**

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MARC GOLDSTEIN  
PARTNER

May 1, 1978


Mr. Wilbur W. Hamilton  
Executive Director  
San Francisco Redevelopment Agency  
939 Ellis Street  
San Francisco, California

Dear Mr. Hamilton:

This is the first of several interim reports to be submitted to the San Francisco Redevelopment Agency by Skidmore, Owings & Merrill and their consultants, Allan Jacobs, Thomas Aidala and Jefferson & Associates, for the Yerba Buena Center Urban Design Study. Previous to this submittal, the team presented an internal memorandum summarizing background information and working assumptions for the Study, based on a series of interviews with key individuals and agencies involved in the YBC process.

This draft report is intended to establish an Urban Design Policy Framework for the entire Project Area as requested in our contract with the Agency. In future weeks, the team will present a final Parking and Transportation Plan for the Area, Urban Design Guidelines for private development and public improvements within the Project, and Concept Designs for a public pedestrian system linking Market Street with the Convention Center.

SKIDMORE, OWINGS & MERRILL



Marc Goldstein  
Partner



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**Background**

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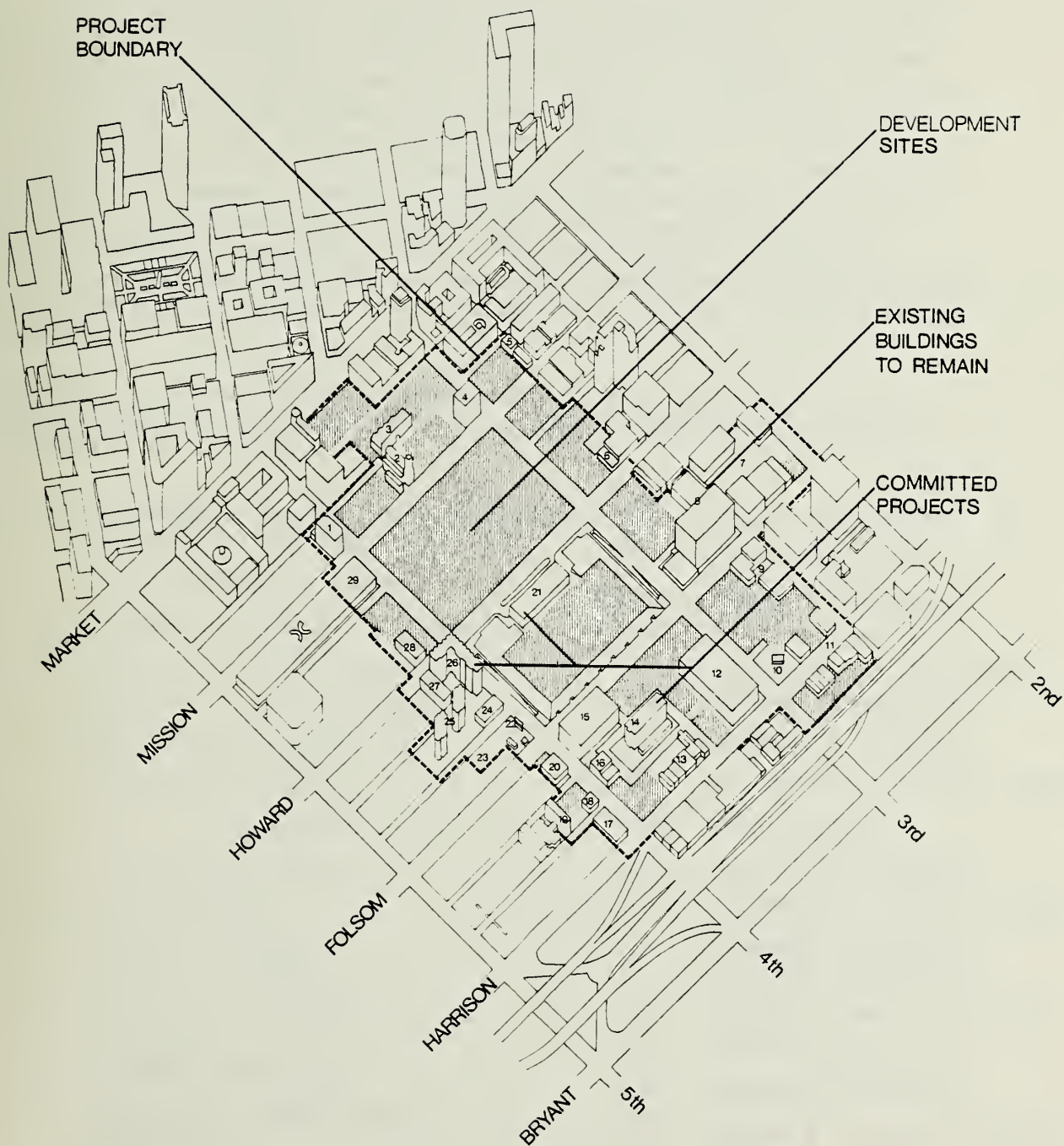
## Process

The Urban Design Framework report is one part of the overall Urban Design Study for YBC. Its intent is to provide a coordinated physical design and planning context for the separate public and private improvements in the Project Area.

The work of the urban design team is intended to complement previous and ongoing work conducted for the Agency by other consultants including preparation of an Environmental Impact Report for YBC focusing on the Convention Center, and development of a feasible concept for use of up to two of the Central Blocks as an Urban Theme Park. The Urban Design Study is also meant to accommodate the design for the underground Convention Center currently being developed by architects for the City and the designs of several private projects in various stages of development. It should be noted that evaluation of the economic feasibility of alternate uses in YBC, or determination of highest and best use of particular parcels, although important to the final determination of appropriate uses for the project, are not within the scope of the present study.

The Urban Design Study provides information for the preparation of an Environmental Impact Statement by HUD, which will allow construction of the Convention Center, to begin in January, 1979. It also forms the context for market offerings for a Theme Park, to be prepared by consultants and the Agency in the coming months. Similarly, the Study provides first general, and eventually specific, land use and design guidelines for parcels throughout the Project Area, to be incorporated into market offerings and disposition agreements with private developers.





**Figure 1**  
**DEVELOPMENT SITES**



## Site Description

The YBC Project Area contains approximately eighty-six acres of land in the South-of-Market district of San Francisco. The Project Area's boundaries extend beyond the two vacant central blocks which have come to identify YBC in recent years. The Area contains limited frontage on Market Street to the north, extends at points beyond Harrison Street to the James Lick Skyway to the south, contains limited frontage on Second Street to the east, and reaches a point midway between Fourth and Fifth Streets to the west. On these eighty-six acres, approximately forty-three, or 50%, are developable land either currently vacant or intended for demolition. The Area contains a number of older buildings to remain, some to undergo varying degrees of rehabilitation or restoration, plus a number of newer structures, notably Pacific Telephone and A.T. & T. office buildings, on the southern and eastern peripheral blocks, and subsidized elderly housing on the western blocks.

Figure 1 identifies development sites and existing buildings to remain, and currently committed projects, including:

- |   |   |
|---|---|
| 1. Downtown Center, San Francisco Community College | 16. Light Industry                        |
| 2. St. Patrick's Church                             | 17. Light Industry                        |
| 3. Former P.G. & E. Substation                      | 18. Former Southern Police Station        |
| 4. Mercantile Building                              | 19. Silvercrest Residence Elderly Housing |
| 5. Office Rehabilitation                            | 20. Downtown Support                      |
| 6. Fire Station No. 35                              | 21. Convention Center Lobby               |
| 7. Downtown Support                                 | 22. Gas Station                           |
| 8. P.T. & T. Offices                                | 23. Vegetable Garden                      |
| 9. Downtown Support                                 | 24. Community Health Clinic               |
| 10. Gas Station                                     | 25. Clementina Towers Elderly Housing     |
| 11. Light Industry                                  | 26. TODCO Elderly Housing                 |
| 12. P.T. & T. Offices                               | 27. Downtown Support                      |
| 13. Light Industry                                  | 28. Downtown Support                      |
| 14. Elderly Housing                                 | 29. Fifth & Mission Streets Garage        |
| 15. A.T. & T. Long Lines Facility                   |   |



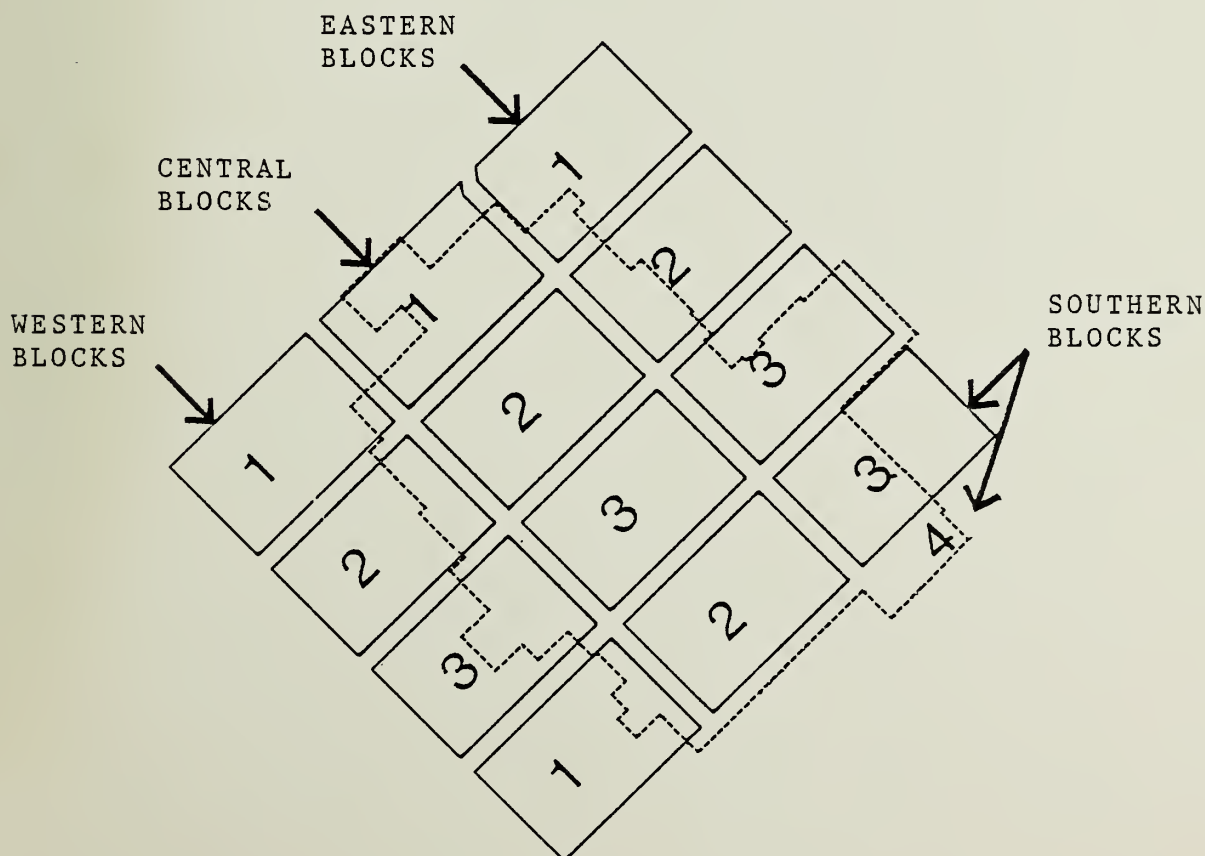


### Buildings To Remain

The principal older buildings to remain within YBC are St. Patrick's Church on Mission Street, the Jessie Street P.G. & E. Substation, and the Mercantile Building at the corner of Third Street and Mission. All three are expected to undergo rehabilitation, with Jessie Street substation slated for conversion and the Mercantile Building rehabilitated for retail and commercial use. In addition, the Agency is considering retention of the former Southern Police Station at Fourth and Clara Streets.

Newer structures to remain include some 1.4 million square feet of office space (including the Pacific Telephone and A.T. & T. buildings), the Downtown Center of the San Francisco Community College, Clementina Towers and Silvercrest Residence housing projects, and the Fourth Street addition to the Fifth and Mission public parking garage. With the addition of isolated smaller structures to be retained under owner participation agreements, a total of forty-two buildings, occupying approximately 7.6 acres, will be retained within the YBC Area.

### BLOCK IDENTIFICATION KEY







## NEW PROJECTS

In addition to the Convention Center on Central Block No. 3 (see block identification key), two structures are assumed in all alternative Urban Design Schemes for YBC, the TODCO elderly housing project on Western Block No. 3, and the TODCO - Caballeros elderly housing project on the central parcel of Southern Block No. 2.

## DEVELOPMENT SITES

There are a total of 43.4 acres available for new development in YBC. Of this total, Central Block Nos. 2 and 3 account for 20.8 acres, or 47%, while the peripheral blocks (including Central Block No. 1) account for 23 acres, or 53%. These figures do not consider potential public rights-of-way through future development parcels, which would reduce the total amount of land effectively available for development.



Approach



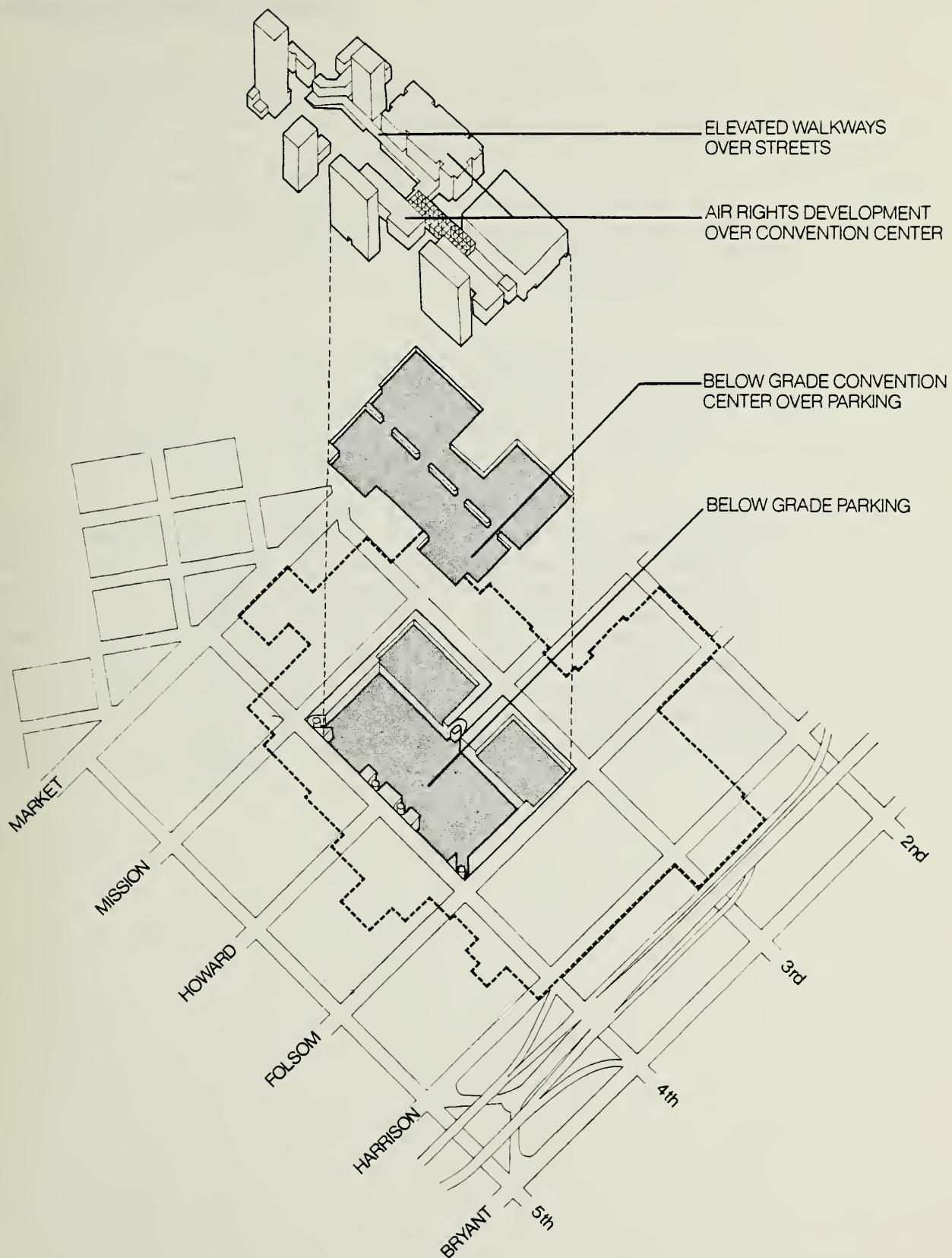
## 1973 Plan

Although the approved Master Plan for YBC has evolved through a series of design schemes and plan amendments since 1966, the 1973 Plan, for which an Environmental Impact Report was prepared, epitomizes the programmatic and qualitative aspects of previous plans for the Area. It contained a wide range of public facilities and private development projects, including an underground Exhibit Hall with public parking, a Sports Arena, an Apparel Mart, high-rise hotel and office buildings on Central Block Nos. 2 and 3, plus intensive office development on Central Block No. 1 and other peripheral blocks. The scheme for the Central Blocks was focused on a major pedestrian arcade which began as a series of plazas on the northern block and extended through the use of elevated pedestrian bridges across Mission and Howard Streets to the Exhibit Hall and Sports Arena. Figure 2 summarizes the principal elements of the 1973 Plan.

It is clear from the experience of the past years that the ambitious nature of the scheme, both from a programmatic and design point of view, complicated its implementation. When individual components of the plan were eliminated because of the scarcity of public funds and the delays of litigation, the complex vertical stacking of various facilities in the multi-use complex prevented expeditious changes from being made. In recent years, through the efforts of the Agency and the Mayor's Select Committee, parts of the 1973 scheme have been retained (such as the Convention Center, the Apparel Mart and the concept of a central block link), while other uses have been introduced for consideration in YBC (such as the Urban Theme Park).

The present approved Plan does not adequately describe the types of changes that have evolved since the 1973 Plan, both in terms of specific project components and the nature of public priorities for the YBC Area. As the proposed Convention Center and several proposed private projects near construction on the central blocks, it is time to re-assess the approved Plan for YBC and chart a course for the Agency to follow in future years of YBC development.





**Figure 2**  
**1973 PLAN**







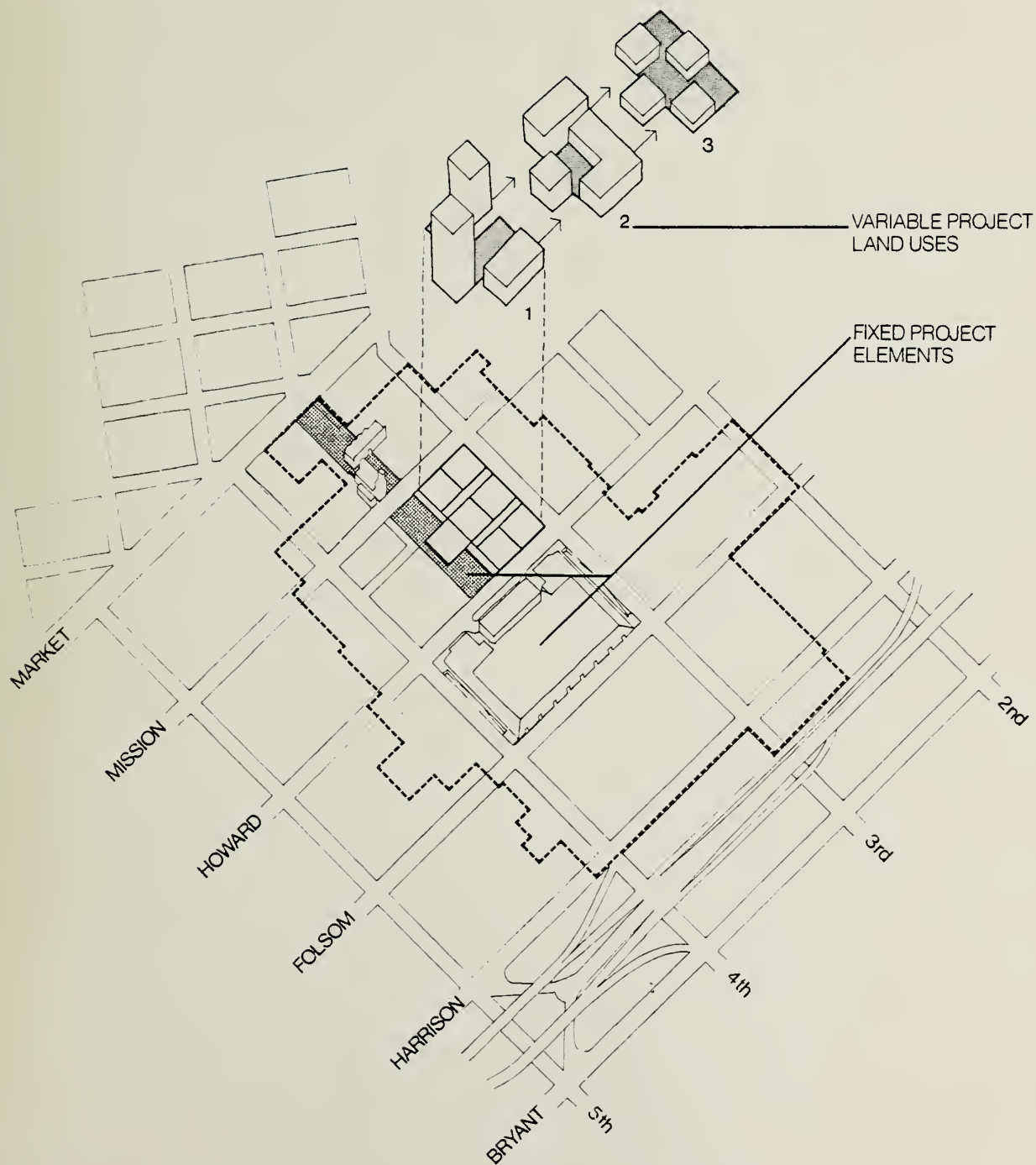
## Adaptable Plan Concept

The degree of public attention attracted by YBC over the years, plus the number of plan changes that have occurred due to litigation and changing public priorities, demonstrate the futility of adopting a Master Plan that cannot accommodate changes in program components. The extensive use of air rights development in previous schemes created the vision of an exciting multi-use urban environment, but implicitly reduced the chances of implementation.

The challenge of a new Plan is to maintain the vision of YBC as a distinctive urban place in San Francisco while affording an expeditious method of bringing the Plan to fruition despite the potential shifts in public priorities and private market potential.

The adaptive plan concept recommended in this report (and symbolized in Figure 3) divides YBC components into fixed elements (primarily public improvements) and variable elements (including some public and most private development projects). Fixed elements have been located within YBC to afford a framework within which variable elements may be infilled over time. In addition, variable elements have been introduced for consideration in the Plan following a prescribed sequence. The Plan, therefore, provides guidance for its own adaptation.





**Figure 3**  
**ADAPTABLE PLAN CONCEPT**



## **Organizing Principles**



## Convention Center Facilities

In the process of evolution from the 1973 scheme for YBC to the current disposition of land in the Project Area, the Convention Center has become the largest single public component in YBC, and has gradually come to symbolize the Project. With the decision to attempt to submerge the facility under Central Block No. 3, and the public endorsement of the use of hotel tax revenues to support lease revenue bonds for public financing, attention has focused on the design and environmental impact of the proposed Center. Having passed the design development stage and preparation of a new Draft Environmental Impact Report, it seems appropriate to assume the facility as a given in terms of an Urban Design Plan for YBC, and to begin to focus on the appropriate use of the Convention Center roof, and on any additional public improvements required to allow the facility to function efficiently in YBC. Figure 4 illustrates Convention Center components.

### Convention Center Parking

Analyses of parking demand anticipated through use of the Convention Center have demonstrated the need for public parking facilities ranging from approximately 300 to over 1,000 spaces. These parking spaces would be specifically for short-term use by visitors to conventions and exhibitions at the facility, and would preferably be provided at a number of dispersed locations rather than a single garage.

In addition to minimizing the visual impact of the garages on the Area, construction of only a portion of the maximum demand figure in early years of Convention Center use would allow monitoring of parking demand before proceeding with the next stage of incremental development. It is, therefore, recommended that a parking facility with approximately 750 spaces be located on Eastern Block No. 3, and that this facility be constructed concurrent with development of the Convention Center. Although construction of a free-standing parking structure for this purpose would be possible on Eastern Block No. 3, it would be preferable to incorporate public parking into a commercial office development on this site in order to enhance the facility's environmental character.



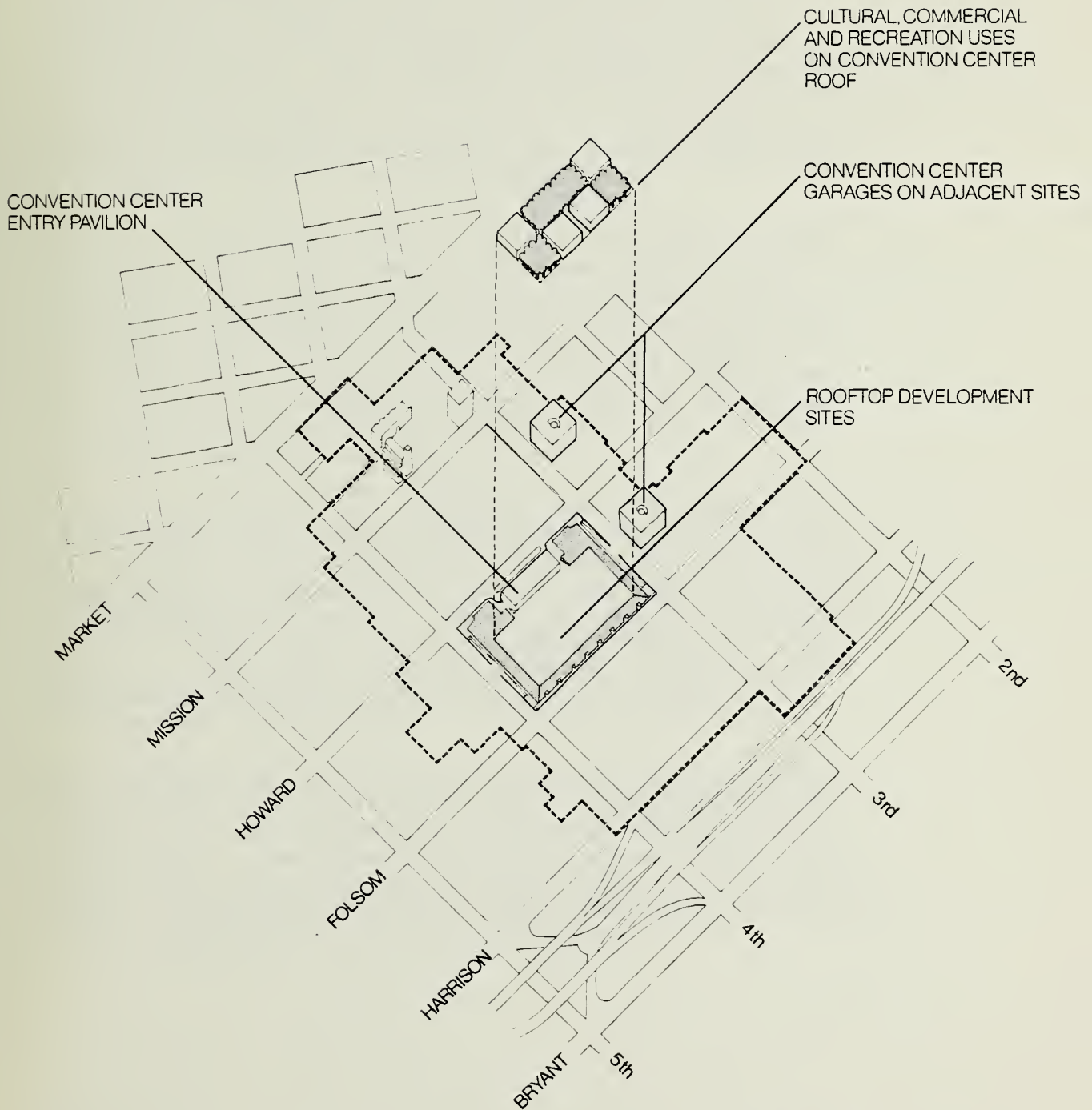


## Convention Center Roof

The developable portions of the Convention Center roof should provide some form of public amenity, either through commercial recreation and entertainment uses, if financially feasible, or alternatively, through public facilities and open space. In terms of urban design control, it is advisable to specify maximum building coverage and height limits for structures on the roof, and to designate a minimum network of public alleys and pedestrian spaces that can be expanded should more open space-oriented uses be desired.

Since the types of structures on the roof are constrained by the structural characteristics of the Convention Center, it is assumed that a limit of three stories, or forty feet, could accommodate any buildings within the loading constraints of the roof. A maximum permissible building envelope has thus been developed, and is shown for all alternative YBC schemes in this report. As previously mentioned, the use of these structures could range from cultural facilities and exhibition to commercial entertainment and public recreation, all of which have been included in the commercial recreation category for the purposes of the report.





**Figure 4**

## CONVENTION CENTER FACILITIES





## Public Open Space Framework

Proposals for open space within YBC have been numerous and varied since consideration of alternative uses for the large central blocks began in the 1960's. As recently as the preparation of the Environmental Impact Report for the current Convention Center project, alternatives which allocate the entire area of Central Block Nos. 2 and 3 (21 acres) to the public park use have been considered. The latest development concept being studied for these blocks, in accordance with the recommendations of the Mayor's Select Committee, calls for their use as an Urban Theme Park (presumably open to the public).

Current attitudes toward public open space within YBC contradict the notion of large-scale public park uses, primarily for security reasons. The approach recommended here is one of strategic use of public open space to provide direct benefits to the residents and employees of the YBC Area; i.e., the creation of intensive public spaces, primarily as pedestrian circulation links and sitting areas for local residents.

The overall intent of the open space framework is to provide pedestrian circulation, public amenity, and visual identity for YBC not only when the total development is completed, but during the years of implementation as well. Since the ultimate combination of land uses in YBC cannot be accurately predicted at this time, the open space framework must succeed regardless of the particular types of development adjoining it.

The recommended open space system has three primary components: the pedestrian link connecting Market Street and the entrance to the Convention Center; pedestrian lanes developed along former alley easements; and, a narrow landscaped strip along Fourth Street to serve as outdoor areas for local residents. These components are shown in Figure 5.





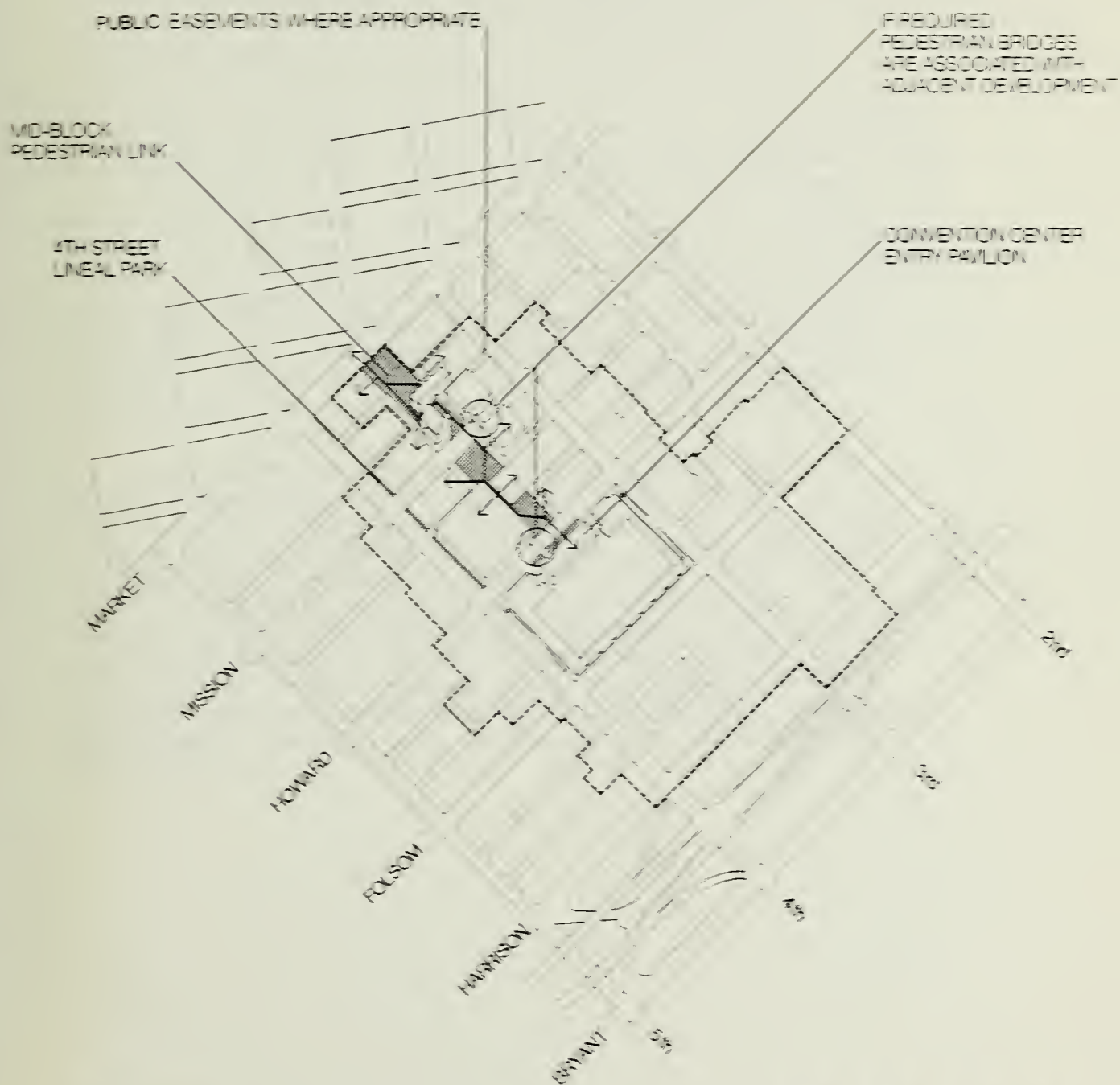


Figure 6

## OPEN SPACE FRAMEWORK





The proposed major pedestrian link, although similar in purpose to the 1973 Plan concept of a pedestrian link from Market Street to the Exhibition Hall and Sports Arena, would be substantially simpler in application. Although elevated pedestrian bridges over Mission and Howard Streets could still be accommodated by the proposed scheme, they would not be necessary for its implementation, and would preferably be included in the budgets of private development projects directly adjacent to the link on Central Block Nos. 1 and 2. This concept contrasts with that of previous YBC schemes, in which a continuous second level extending from Central Block No. 1 over Mission and Howard Streets was sought. The major link proposed here would be at grade, requiring no special access or entry to buildings at the second level. As an integral part of the street level pedestrian environment, the link has the potential to be more than a circulation corridor or narrow bridge. It can relate effectively to ground level uses such as shops and restaurants, and can become a special place among the public spaces of San Francisco.

As shown in Figure 6, the design concept for the pedestrian link on the central blocks is one of a series of discreet open spaces connected by a relatively narrow pedestrian pathway. Vistas would be limited, and focused on the particular identity-giving buildings within the central blocks: the Jessie Street Substation, St. Patrick's Church and the entry pavilion of the Convention Center. The open spaces would consist of plazas and gardens, serving both as entrances to YBC at Market, Mission and Howard Streets, and as amenities for adjacent development.



MID-BLOCK  
PEDESTRIAN LINK

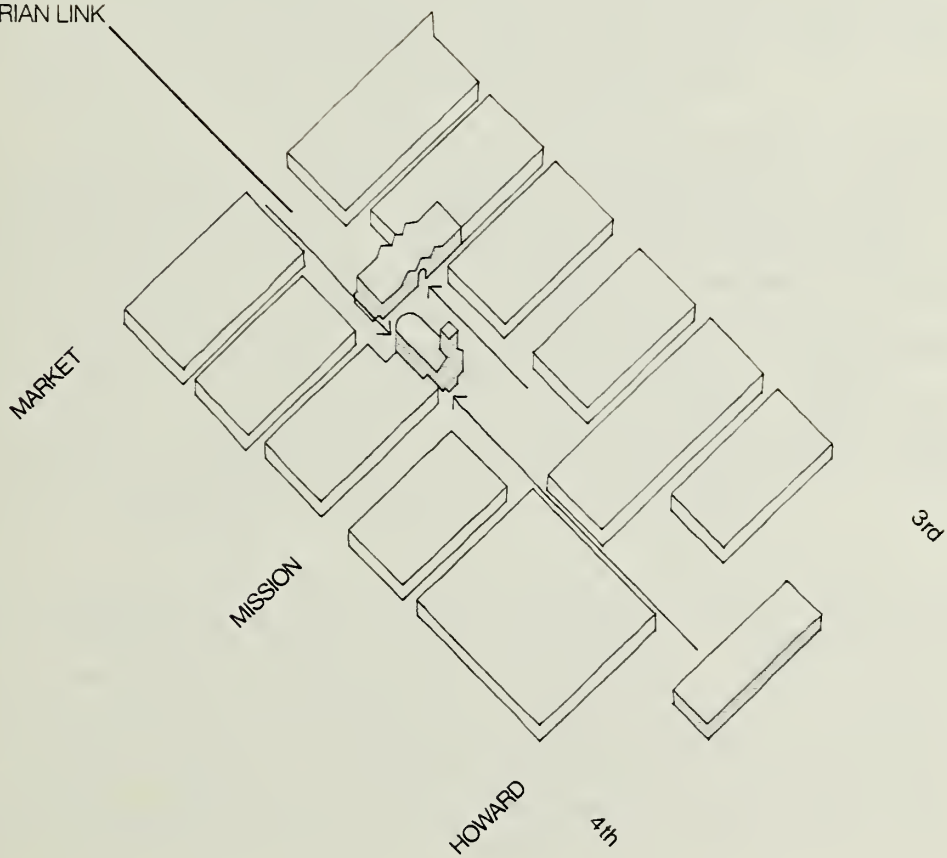


Figure 5

## OPEN SPACE FRAMEWORK





## Development Parcelization

Although originally intended to simplify the development process, the creation of large super-blocks such as Central Block Nos. 1, 2 and 3 is now seen as much as a deterrent to development as a catalyst. This results from the tremendous level of public interest and debate over the appropriate use of the blocks, which are among the largest continuous development sites in San Francisco. In short, their elevation as a resource in the view of many involved with YBC has made them seem inappropriate for the traditional method of development, i.e., subdivision, parcelization and development in a series of individual projects.

Since the ultimate purpose of the YBC Urban Renewal Project has always been to use the land for some purpose beneficial to the City, subdivision of the central blocks should be considered to expedite this process. A subdivision scheme could provide a way of incrementally developing the large areas of vacant land in YBC, while returning the Area to a condition more compatible with the surrounding City.

It is, therefore, recommended that the entire Project Area, including the large central blocks, be potentially divisible into a flexible but efficient pattern of development parcels. At present, this pattern would be virtually invisible, since a number of large-scale land uses, covering portions of the central blocks, are currently under investigation by the Agency. If time limits on the consideration of any single concept for the central blocks were passed, the Agency could begin to implement a network of pedestrian lanes and public easements throughout the Project Area and to offer individual parcels for development.

As shown in Figure 7, rights-of-way for potential public easements and pedestrian spaces forty-feet-wide would be created, resulting in a series of development parcels measuring 150 feet by 155 feet. These parcels could be combined in pairs or larger groups to form parcels more appropriate for certain types of development. For example, a single parcel would provide an efficient commercial office dimension under existing height and bulk controls. Similarly, combination of



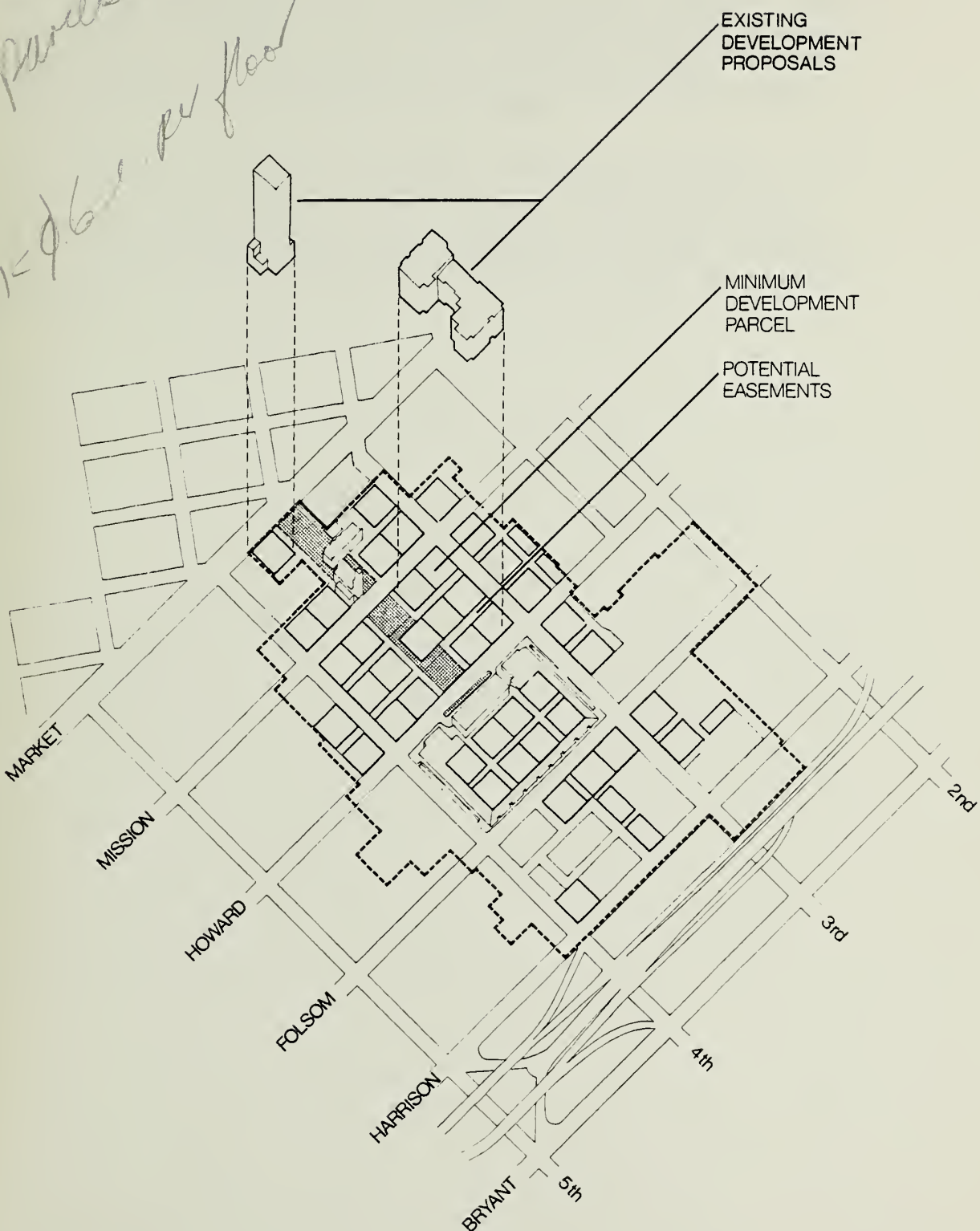


Figure 7

# DEVELOPMENT PARCELIZATION









two adjacent parcels would yield a site appropriate for low-rise office and downtown support space. Combinations of three, four and five parcels would yield sites that can accommodate the current design for an Apparel Mart on Central Block No. 2, plus low- and mid-rise hotel and housing schemes.

The pattern of public easements and development parcels recommended for YBC also accommodates pedestrian link and public space schemes developed for the central blocks and the peripheral blocks (including Central Block No.1 and the roof of the Convention Center).



## Development Intensity Controls

At present, the height limits, bulk controls, and maximum allowable floor area ratios of existing zoning are the forms of development intensity control within YBC. It is recommended that these techniques remain the principal means of controlling development intensity, but that they be altered to focus on the following objectives:

1. Compatibility with development surrounding YBC;
2. Compatibility with existing buildings within YBC, particularly historic structures such as St. Patrick's Church and the Jessie Street Substation; and,
3. Minimization of shadows cast by adjacent buildings on public open spaces and pedestrian ways.

Recommended controls are summarized in Figure 8.

### Height Limits

In terms of height control, several of the boundaries between height zones within YBC and surrounding development should be moved into the Project Area, rather than following the arbitrary Project boundary. It is thus recommended that the 160-foot- and 320-foot-limits on the northwestern edges of the Project Area be extended into Central Block Nos. 1 and 2. Height limits on the two Mission Street parcels on either side of St.

Patrick's Church should be set at approximately fifty feet. The line of parcels directly west of the open space framework on Central block No. 2 should range from 50 feet to 84 feet. These limits would ensure that at least 50% of the open space would remain in sunlight during the entire year.



*10' to 15' height for floors  
15' - office*

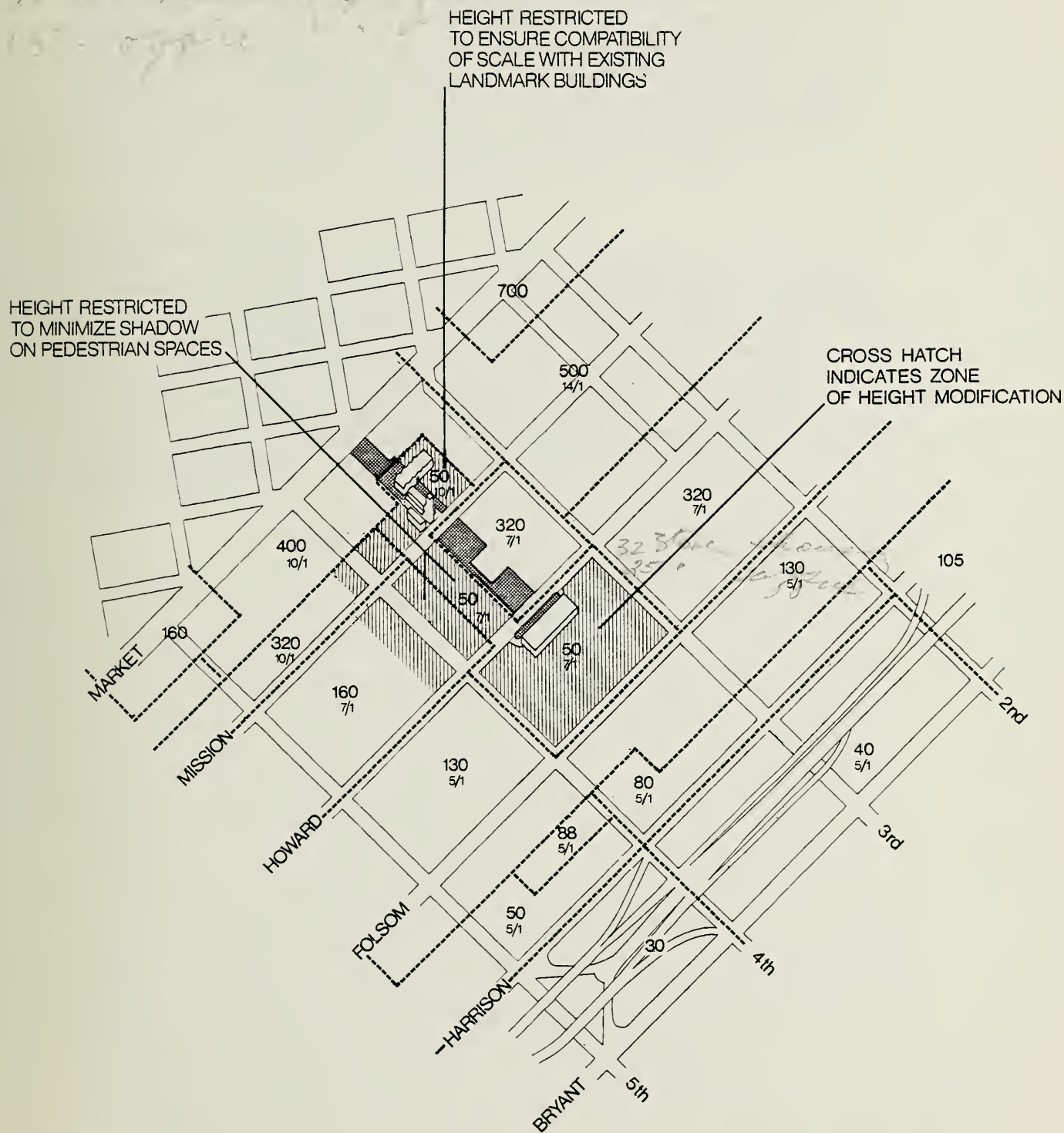


Figure 8

## DEVELOPMENT INTENSITY





### Bulk Controls

Bulk controls for parcels within YBC appear not to require any further strengthening, as long as the overall subdivision and parcelization pattern is adopted. If further constraints are required, they will be addressed when site- and use-specific guidelines are derived for private and public development in the next stage of the Urban Design Study.

### Floor Area Ratio

Maximum allowable floor area ratios similarly require no changes at this time. It should be noted, however, that within a given block transfer of development rights among adjacent parcels and liberal use of bonuses are required to enable buildings on particular sites even to approach the level of height limits. In other words, without such devices, most new development in YBC would generally reach only a fraction of the maximum allowable height.





## Land Use Site Suitability

In order to designate alternative development concepts for all available sites in the YBC Area, the site suitability of all relevant land uses has been determined, as shown in Figure 9. Most development sites have two or more competing uses. As described in a later section on development sequencing, it is possible to derive a logical sequence of development consideration through which the most feasible land uses are considered in an order which prevents small-scale development from precluding large-scale projects on particular sites.

As alternative uses are considered by the Agency, and pursued by prospective developers, the number of permissible uses on a given parcel would increase from the single most preferable one to the full range of permissible uses.

### Commercial Recreation

The term commercial recreation<sup>1</sup> encompasses specialty retail, theater and entertainment, amusements, cultural exhibition, and private and public recreation facilities. Such uses are currently proposed for Central Block No. 2 and the roof of the Convention Center on Central Block No. 3, for which feasibility studies are being conducted by consultants to the Agency. These studies will determine the optimal program and land absorption of commercial recreation uses, after which market offerings for a master developer will be issued by the Agency. The 19 acres available for development on Central Block Nos. 2 and 3 is the maximum area for which proposals should be accepted. It is likely that some developers will choose to respond to only portions of the total program, and that smaller commercial recreation complexes or different combinations of specific components could result. The roof of the Convention Center is considered the preferable location for smaller versions of the complex, primarily since no more intensive types of development can compete for its use. Central Block No. 2 is far more viable for other types of development, so that the Agency should not commit Central Block No. 2 land to commercial recreation except as part of larger schemes involving the Convention Center roof.

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<sup>1</sup> The Theme Park which has been proposed for Central Block Nos. 2 and 3 is included in the term commercial recreation.





**Figure 9**

# **SITE LAND USE SUITABILITY**



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### Convention Center Hotel

Two sites have been considered in recent years for a hotel associated with the Convention Center: the first on the western edge of Central Block No. 2; the second on the Third Street parcel of Central Block No. 1. In general, a hotel could be accommodated at any location on Central Block Nos. 1 or 2. However, a hotel directly associated with the Convention Center would be the most logical type of facility and should, therefore, be sited as close to the Convention Center as possible. The southwestern corner of Central Block No. 2 is the preferred site for such a hotel, if the site is not devoted to previously committed Commercial Recreation uses. The present limit on the size of any YBC hotel is 700 rooms.

### Public Parking

As described in the Preliminary Parking Plan, public parking in YBC should be restricted to short-term use, specifically serving the Convention Center and other public uses within the Project Area. All new public parking should be located south of Mission Street and east of Fourth Street. Only Eastern Block Nos. 2 and 3 are being actively considered for public parking garages at this time.

All other parking within YBC will be use-related; i.e., it will be located on-site within the limits of existing zoning and the specific constraints of the YBC Parking Plan. (See Preliminary Parking Plan for YBC).

### Market-Rate Housing

It is generally agreed that market-rate housing would be a positive addition to the uses in YBC, but that the prospect for successful development is hampered by a questionable market, the present environment of the area, the absence of major signs of YBC completion, and questions of the ultimate quality of environment once it is completed. A successful YBC housing scheme would require a critical mass of at least 400 dwelling units and a distinctive and secure environment in order to be viable as a downtown residential location at current market rates.



Only Central Block No.2 provides a site that can easily accommodate such a development. Several other sites, which if taken in combination, could provide suitable environments, have been identified on the northern, eastern and southern edges of the YBC Project Area.

### Elderly Housing

As a permitted use, elderly housing should be generally allowed on peripheral blocks south of Howard Street, with the exception of Central Block No 3, Eastern Block No. 3, and the portions of the southern blocks fronting on Harrison Street and exposed to the Skyway. Western Block No. 2 is considered the best site for elderly housing, since it offers the potential of a continuous zone of such housing with ancillary uses along Fourth Street.

### Commercial Retail

Commercial retail uses, primarily on the ground floor, should be permitted anywhere in the Project Area. Comparison retail (i.e., regional retail) should be located so as to be integrated with the Downtown and Market Street shopping districts. Convenience retail, including personal services and food stores, could be accommodated at any location in the Project Area, other than Central Block. No 3, although the peripheral blocks south of Mission Street would be preferable unless market-rate housing is developed on Central Block Nos. 1 and 2. It is recommended that ground floor retail uses in YBC be combined within other types of development wherever possible, including housing, commercial office, hotel and parking facilities.

### Commercial Office

Commercial office development should be permitted anywhere in the Project Area, other than Central Block No.3. Although the class of office development may range from downtown support types such as the Pacific Telephone buildings to Class A high-rise space, office development should be considered an acceptable use for virtually all sites. The use of YBC as a reservoir of available land for downtown expansion should be kept in mind, especially if the rates of new office development which currently characterize the area east of YBC continue.





### Downtown Support and Light Industry

As under current zoning, downtown support uses are permitted generally south of Mission Street in YBC, while light industrial uses are permitted generally south of Folsom Street. With the exception of Central Block Nos. 2 and 3, these uses should be considered fall-back development possibilities if more intensive uses cannot be attracted to YBC.



## **Development Sequence**

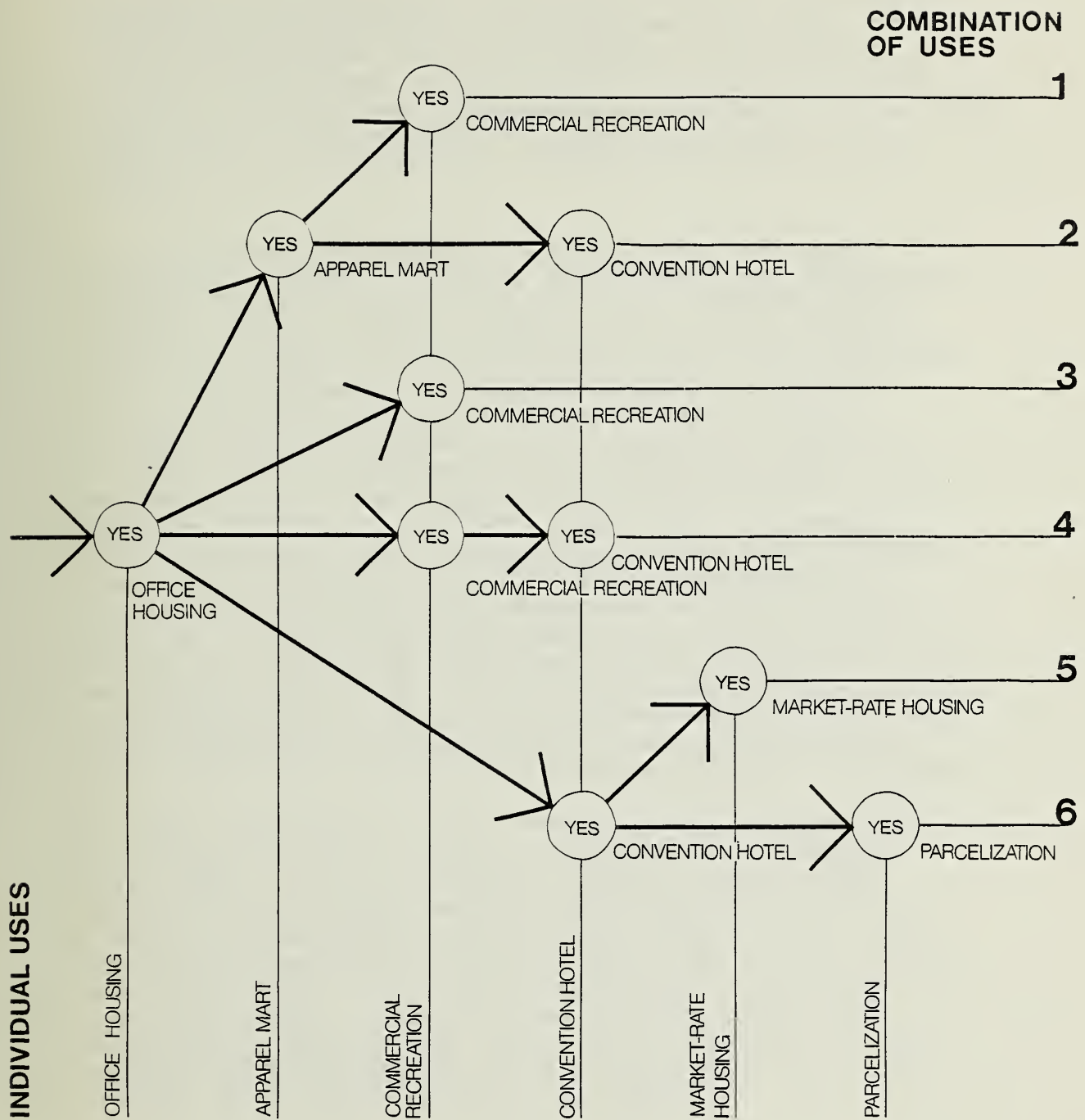


## Sequence of Offerings

From the analysis of land use and site suitability, it is clear that several land uses are competing for the same blocks and parcels in YBC. To an extent, these sites can be ranked in terms of their suitability, but the ultimate use of many parcels is subject to the order in which their development is considered, and the success or failure encountered in the market place. For example, the Agency is committed to consideration of the Apparel Mart on Central Block No. 2, and has a set deadline by which time development feasibility and financial support for the project must be confirmed. The Agency is prepared to adopt the same type of procedure regarding the proposed Commercial Recreation uses on the remainder of Central Block No. 2 and the roof of the Convention Center. A similar strategy is suggested for all other undeveloped parcels throughout the Project Area.

It is recommended that the Agency adopt a comprehensive decision-making sequence which can lead to a controlled combination of land uses in YBC, but which gives alternative uses maximum potential to prove their market feasibility. As shown in Figure 10, after an initial set of market offerings (primarily on the peripheral blocks), the Agency would consider alternative uses for the central blocks (primarily Central Block No. 2), until one of the offerings had proved feasible. Each land use would be offered on particular parcels for a pre-set period of time, after which the next land use would also be offered. If, for example, market-rate housing were given an opportunity for development on a given parcel and, after an agreed upon time period, no acceptable developer proposals had been received by the Agency, commercial office space would then be added to the market offering. If, during the ensuing period, proposals for housing were received, they would still be eligible for consideration. In other words, the absence of acceptable development proposals at an early stage should not invalidate their consideration at future stages. Rather, the process of continuing to the next land use should be considered a broadening, not constraining, of development possibilities for a given parcel.





## SEQUENCE OF DEVELOPMENT OFFERINGS

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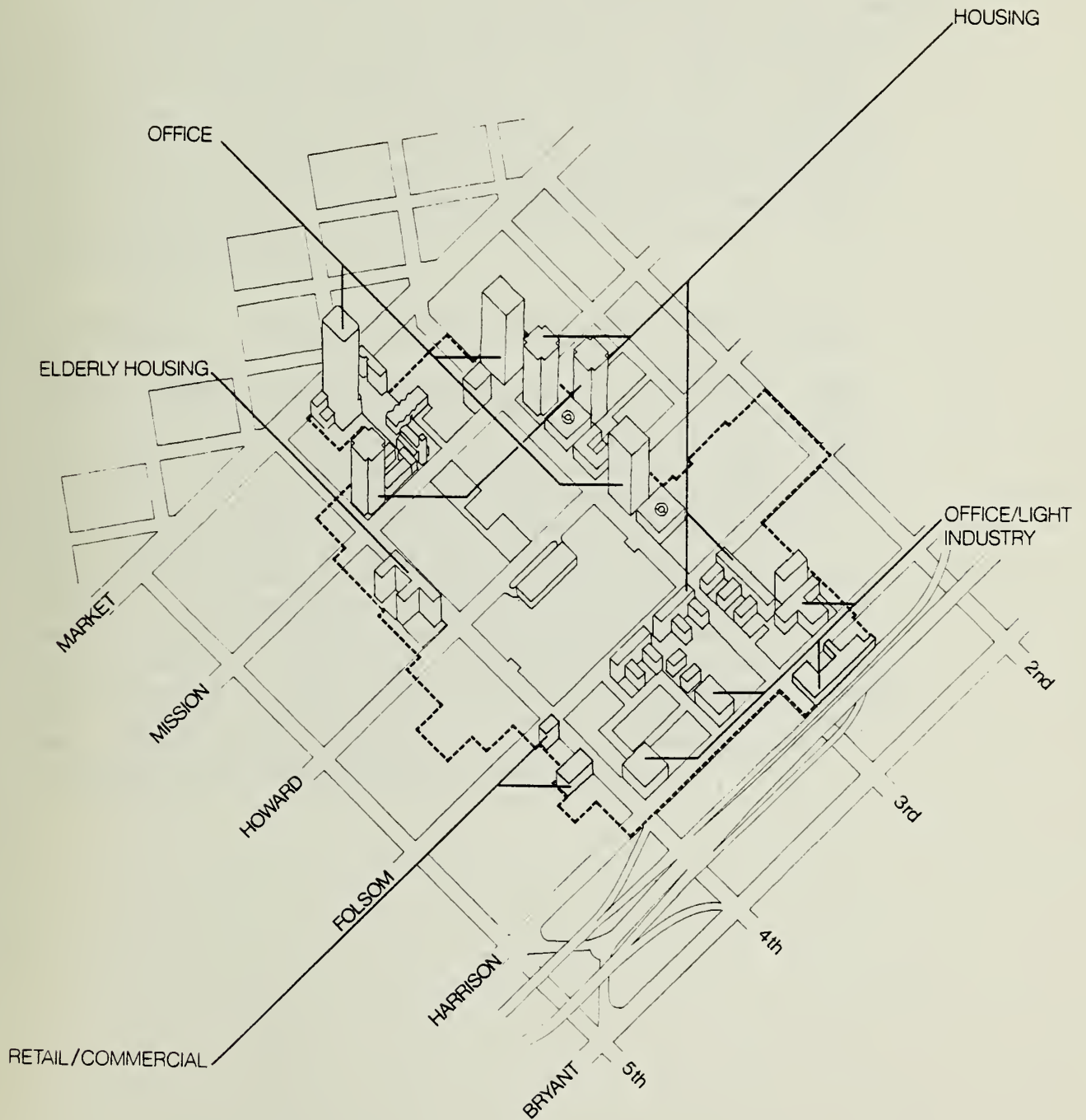
## Initial Offerings

On the following pages, the sequence of development offerings is described in greater detail. Each offering is accompanied by an illustrative representation of the combinations of uses in YBC. These drawings should be considered diagrammatic, and not architectural renditions of the specific design guidelines, to be developed in future stages of the YBC Urban Design Study.

It is recommended that the Agency offer several peripheral blocks for early development of commercial office, elderly housing, market-rate housing, and downtown support uses. Some of these initial offerings will apply to parcels having only one acceptable use: e.g., commercial office or elderly housing. The uses being offered for development on other parcels could be changed if no feasible responses had been received by the Agency within an agreed upon period of time. The purpose of holding certain uses constant for the life of the Plan, while allowing others to shift is to ensure that YBC, upon completion, represents a mix of uses and is not dominated by a single land use, such as commercial office development. Since it is highly unlikely that the Agency could market all available development sites within the next few years, and since several clearly attractive sites have been identified for early development, relatively little potential development is being sacrificed to ensure YBC the quality of environment that it deserves.

As shown in Figure 11, the initial set of offerings includes commercial office development on Eastern Block Nos. 1 and 3; downtown support and/or light industry at isolated parcels on Southern Block Nos. 3 and 4; elderly housing on Western Block No. 3; and market-rate housing on Eastern Block No 2, and Southern Blocks Nos. 3 and 4. Of these offerings, the commercial office and downtown support offerings are considered constant for the life of the Plan. The housing offerings would be in force for a set period of time to be determined by the Agency.





**Figure 11**

## INITIAL OFFERINGS – PERIPHERAL BLOCKS





## Central Block Offerings

### OFFERING 1 - APPAREL MART/COMMERCIAL RECREATION

Figure 12 illustrates the present set of committee uses and market offerings for the central blocks. The future of the Apparel Mart on the eastern portion of Central Block No. 2 will be confirmed in the coming months and with it, the definition of the available site for commercial recreation (to be incorporated into the market offering for a Theme Park). This combination of uses on Central Block No. 2 implies that the Convention Center Hotel would be developed on the Third Street parcel of Central Block No. 1. All other parcels on Central Block No. 1 would be offered for the uses specified in the initial set of offerings (Figure 11).

### OFFERING 2 - APPAREL MART/CONCENTION CENTER HOTEL

Should Apparel Mart development be confirmed, and no acceptable responses to Theme Park offerings be received, it is recommended that Offering 2 (shown in Figure 13) be pursued by the Agency. This combination of uses calls for the Convention Center Hotel to be developed on its most feasible site, the southwestern corner of Central Block No. 2, directly across Howard Street from the Convention Center. The northwestern portion of Central Block No. 2 would remain to be developed as commercial office space. Although a  $1\frac{1}{2}$  block Theme Park would not be part of this offering, it is recommended that the roof of the Convention Center on Central Block No. 3 still be developed for public recreation, cultural and entertainment facilities.





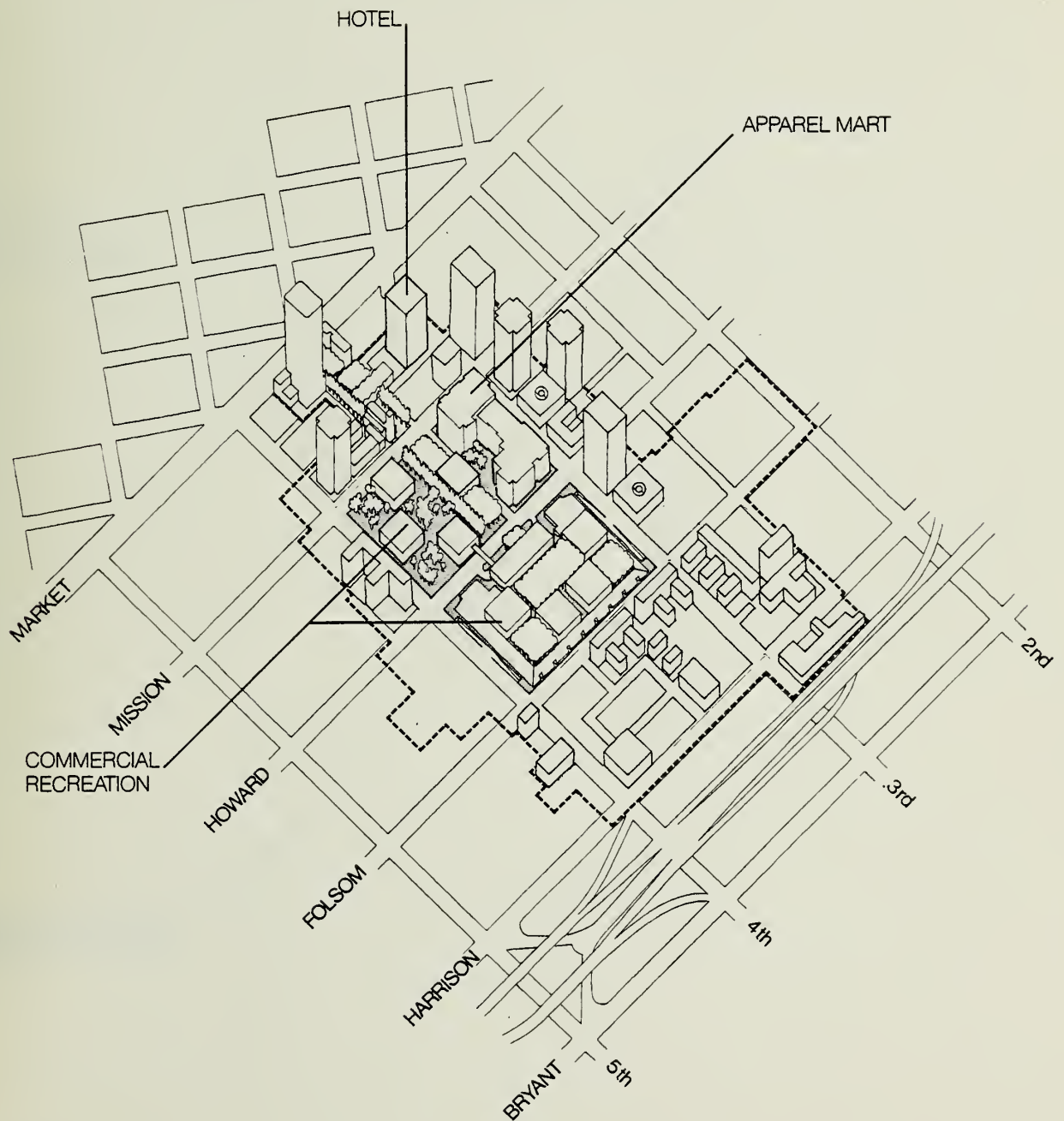


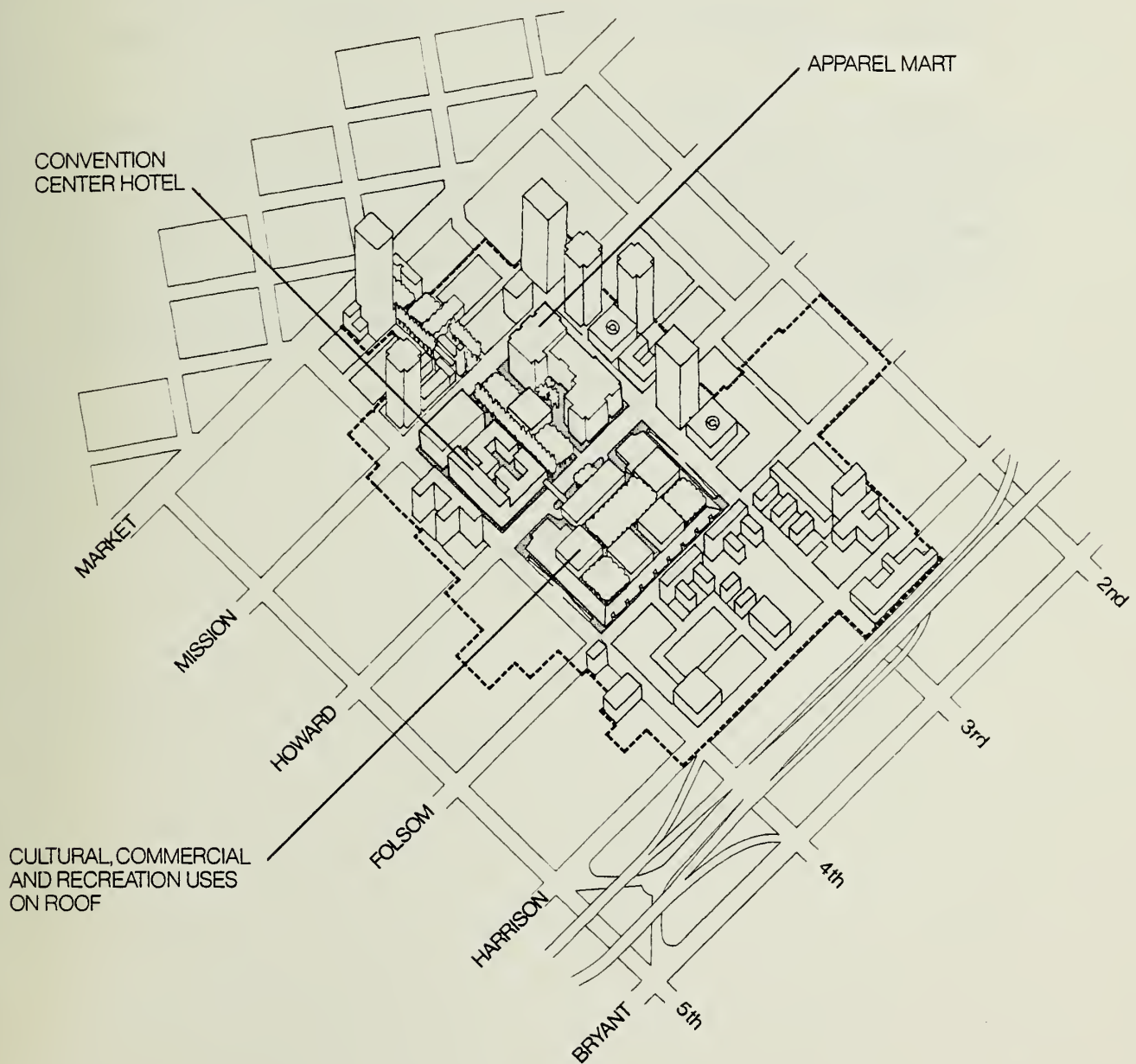
Figure 12

## OFFERING 1 – CENTRAL BLOCKS









**Figure 13**

**OFFERING 2 – CENTRAL BLOCKS**





### OFFERING 3 - COMMERCIAL RECREATION ONLY

If development of the Apparel Mart does not proceed, the market offering for a Theme Park would involve a 2-block site, including all of Central Block No. 2 and developable portions of the Convention Center roof on Central Block No. 3. As in Offering 1, the Convention Center Hotel would be developed on the Third Street parcel of Central Block No. 1. (As shown in Figure 14).

### OFFERING 4 - COMMERCIAL RECREATION/CONVENTION CENTER HOTEL

As an alternative to the 2-block commercial complex, a 1½ block site could be developed (shown in Figure 15), leaving the southwestern corner of Central Block No. 2 for the Convention Center Hotel, and the northwestern portion of the block for commercial office development. The hotel could be developed independently, or as an integral part of the Theme Park. In this offering, the Third Street parcel of Central Block No. 1 would be available for office development.



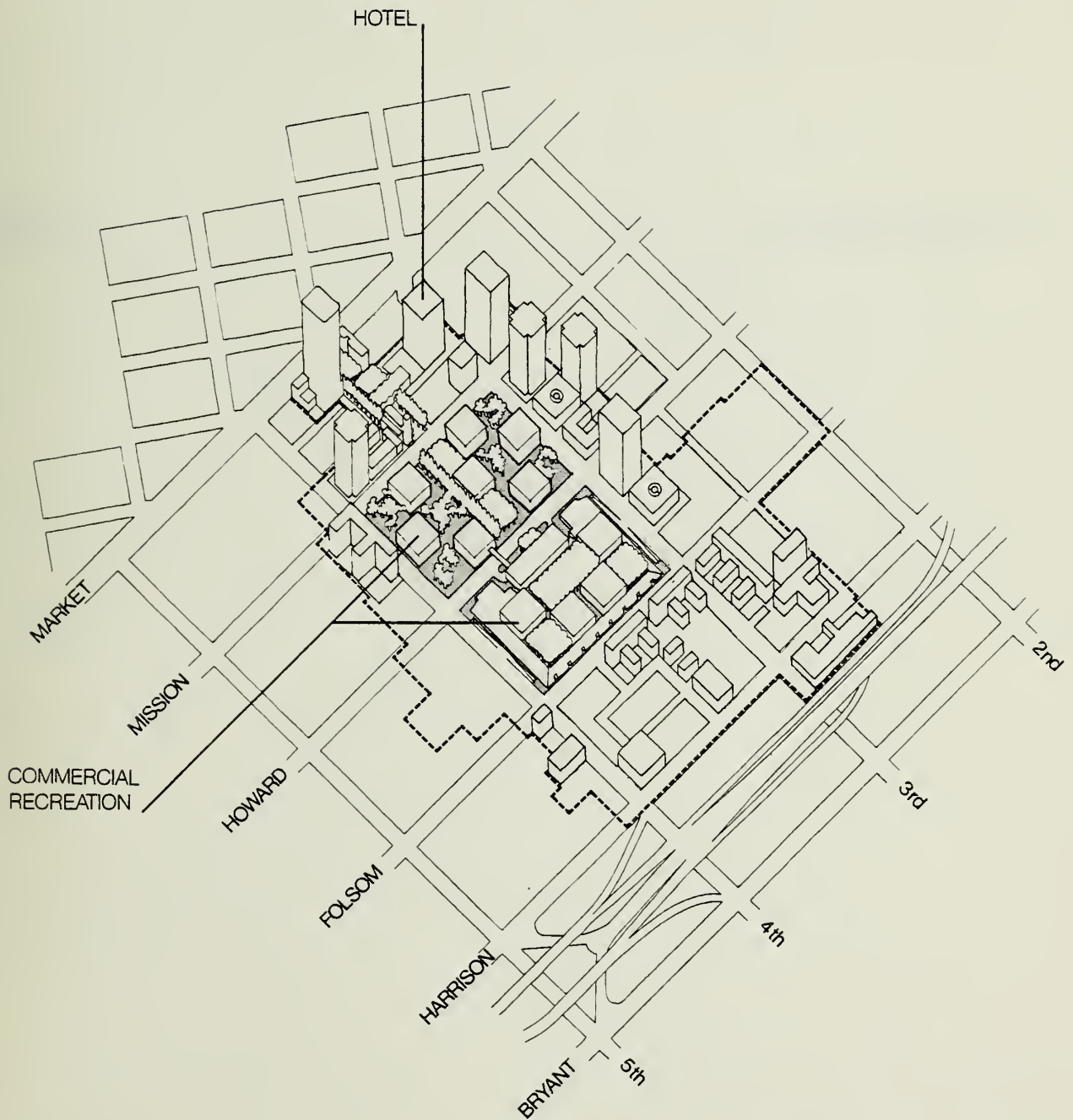


Figure 14

## OFFERING 3 - CENTRAL BLOCKS







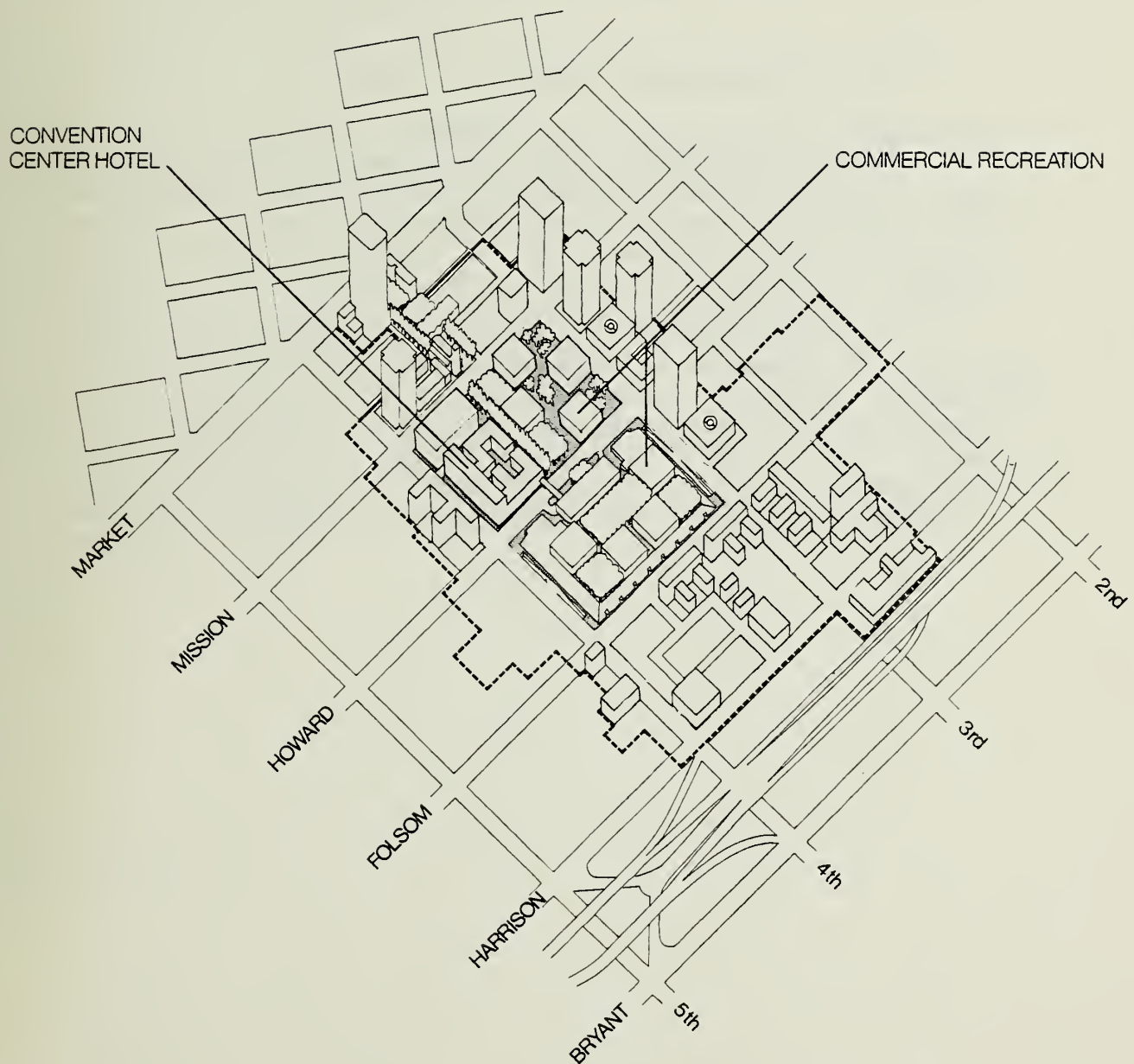


Figure 15  
**OFFERING 4 – CENTRAL BLOCKS**





## OFFERING 5 MARKET-RATE HOUSING/CONVENTION CENTER HOTEL

Should neither the Apparel Mart nor the Theme Park be developed, the Convention Center Hotel would still be considered for the southwestern corner of Central Block No. 2, while at least 2.5. acres of the eastern portion of the block would be considered for market-rate housing. The remaining parcels in Central Block No. 2 could be developed for commercial office use. (As shown in Figure 16).

## OFFERING 6 - CONVENTION CENTER HOTEL/PARCELIZATION

If there are no acceptable responses to offerings for market-rate housing within YBC, remaining parcels throughout the Project Area should be offered for commercial office development on a gradual basis over the lifetime of the Plan. It is recommended that the Convention Center Hotel still be developed on the Central Block No. 2 site, so that proximity between it and the Convention Center is maximized. (See Figure 17). Although the exact configuration of commercial buildings on the remainder of the block would depend on the market for various types of space at the time of development, guidelines to be derived for Central Block No. 2 should have the flexibility necessary to attract private developers without sacrificing the unique environment desired for YBC.



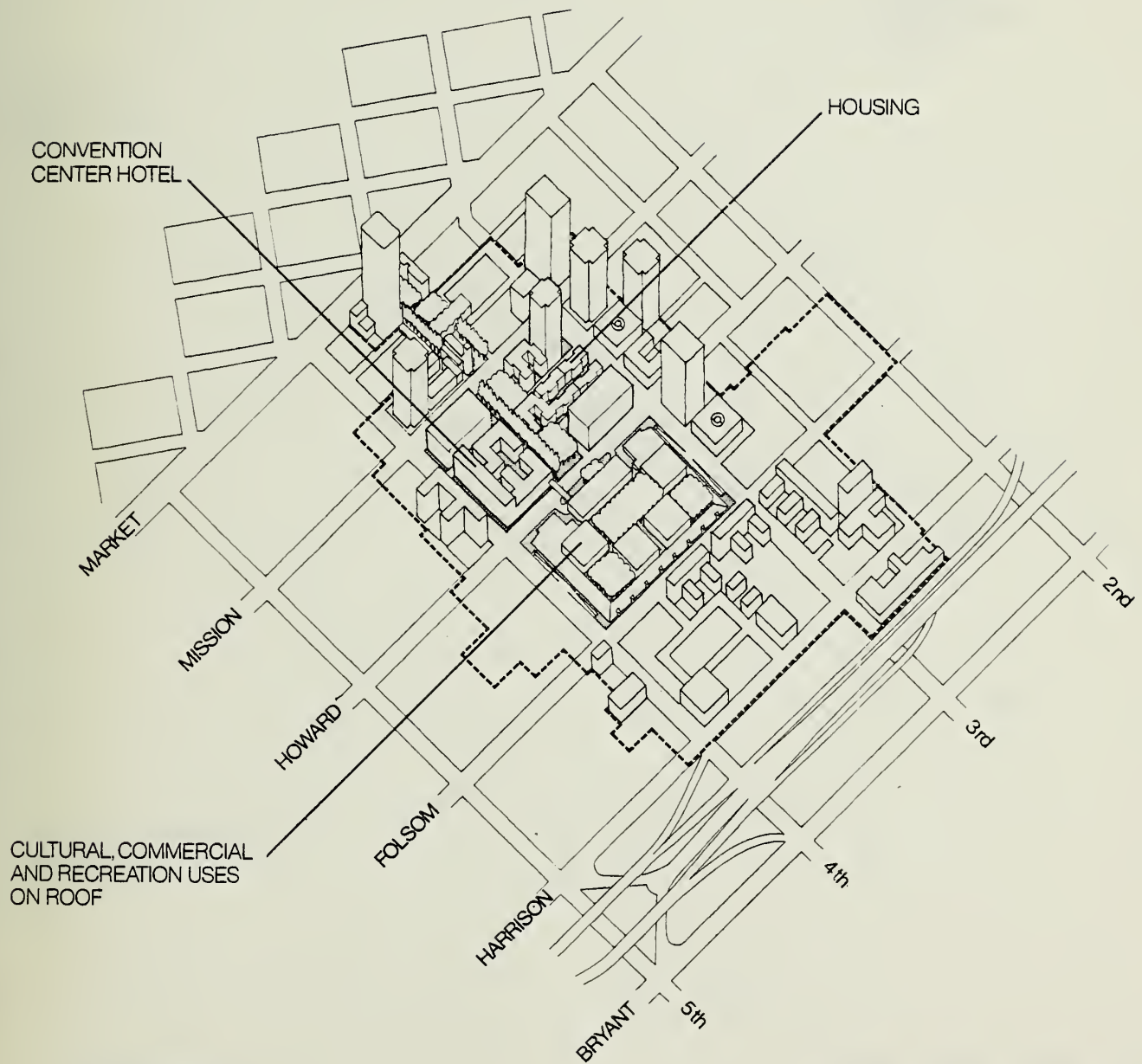


Figure 16

# **OFFERING 5 - CENTRAL BLOCKS**







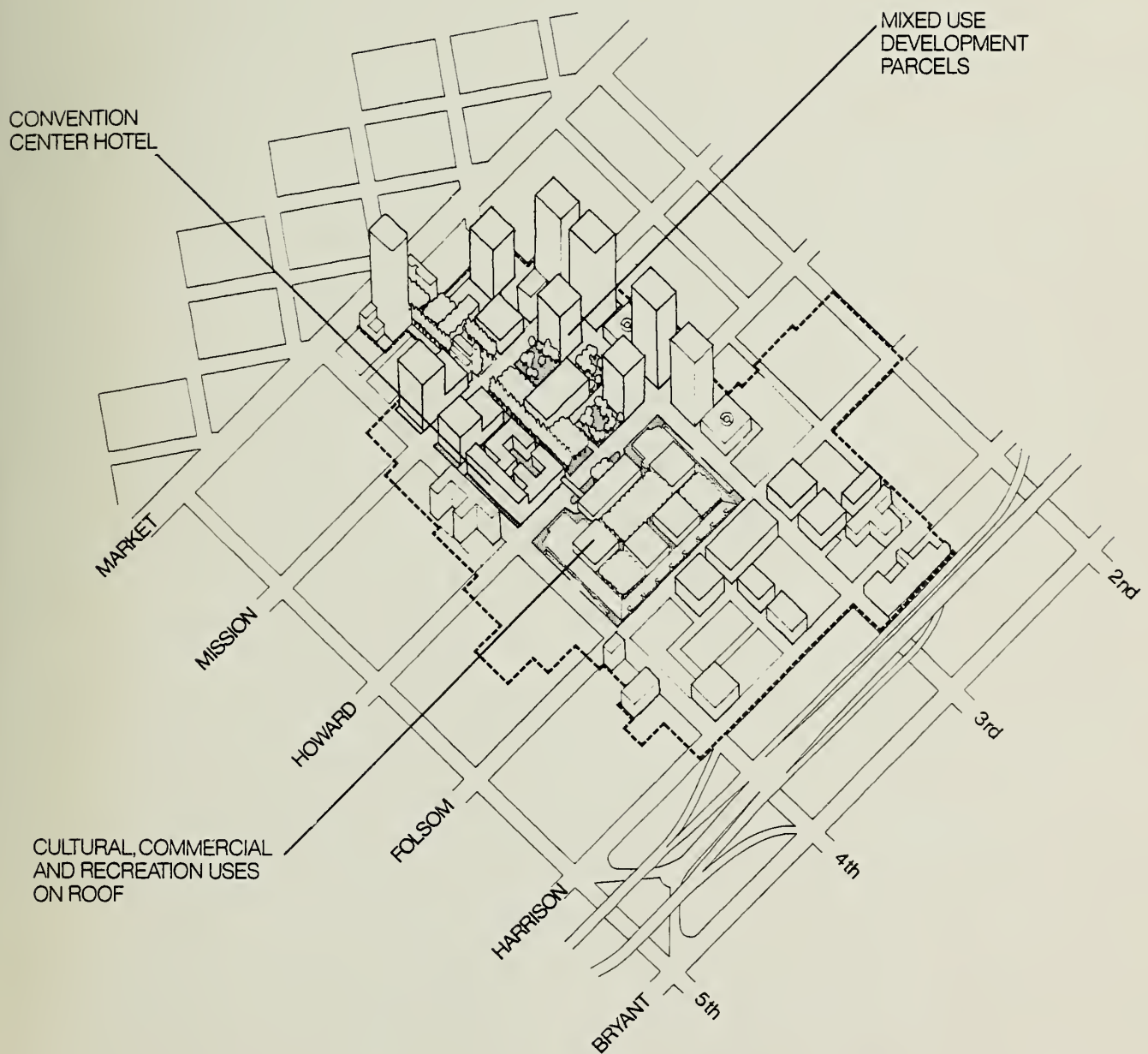


Figure 17

## OFFERING 6 – PARCELIZATION







**Program**



The sets of market offerings previously described can be summarized in terms of site capacity and potential development programs for YBC. Although the ultimate combination of uses in YBC may differ marginally from initial peripheral block offerings or any one of the central block offerings, it is advisable to specify development potential for each offering, so that the Urban Design Policy Framework's relationship to the currently approved Redevelopment Plan and the Environmental Impact Report can be discussed. These program estimates also serve as a basis for parking demand and supply projections in the YBC Parking Plan.

As shown in the accompanying tables, the probable combinations of peripheral block and central block offerings produce development programs varying primarily in the distribution and total amount of commercial space (office, retail, downtown support and commercial recreation) and in the location and amount of housing. Offering 6, which allows the development of individual and combined parcels for commercial office space both on peripheral and central blocks, produces 6.5 million square feet of commercial development, of which 5.4 million are office space. Offering 3, when combined with the initial peripheral block offering for market-rate housing, produces 3.6 million square feet of commercial development, of which 1.8 million are office space. The other offerings yield amounts of commercial development between these extremes.

In terms of housing, although the site capacity of YBC parcels could allow development of over 1,600 dwelling units (in Offering 5), this outcome is considered highly unlikely. Since it is the intent of the Urban Design Policy Framework to promote a mixed use environment in YBC, it is recommended that no more than 900 units of market-rate housing be developed in YBC, under the current Plan. This implies that, should Offering 5 be realized along with the initial peripheral block offerings, all potential housing sites would not be developed, and that priority sites would have to be determined by the Agency. Similarly, if housing is not developed based on initial offerings, and Offering 6 (Parcelization) is pursued, all housing sites should not be converted to commercial office development. Sites for at least 445 dwelling units should be retained by the Agency for future housing development.



## YBC SITE CAPACITY

LAND USE	OFFERING		
	1	2	3
Office Commercial	2,277,720 <sup>1</sup> (1,891,894) <sup>2</sup>	2,889,620 (2,373,414)	1,822,720 (1,572,894)
Retail Commercial	485,690 <sup>1</sup> (381,525) <sup>2</sup>	619,050 (410,293)	333,690 (259,925)
Commercial Recreation	375,000 <sup>1</sup> (300,000) <sup>2</sup>	139,500 (111,600)	375,000 (300,000)
Hotel	700 Rms	700 Rms	700 Rms
Market-Rate Housing	1040 DUs (900 DUs)	1040 DUs (900 DUs)	990 DUs (900 DUs)
Elderly Housing	225 DUs	225 DUs	225 DUs
Downtown Support & Light Industry	615,825 <sup>1</sup> (492,660) <sup>2</sup>	615,825 (492,660)	615,825 (492,660)
<hr/>			
Total office, Retail & Downtown Support	3,379,235	4,623,995	2,772,235
Commercial Recreation Component	162,500	55,800	162,500
<hr/>			
TOTAL COMMERCIAL	3,541,735 <sup>1</sup>	4,319,735	2,934,735
<hr/>			
TOTAL HOUSING	1265 DUs (1125 DUs) <sup>3</sup>	1265 DUs (1125 DUs)	1215 DUs (1125 DUs)

<sup>1</sup> Total Built Space - Square Feet.

<sup>2</sup> Gross Leasable Area - Square Feet.

<sup>3</sup> SFRA letter to HUD (Nov. 22, 1977) imposes 900 DU limit on YBC Market-Rate Housing.





# YBC SITE CAPACITY

## OFFERING

LAND USE	4	5	6
Office Commercial	2,434,620 <sup>1</sup> / <sub>2</sub> (2,009,414)	2,741,520 (2,254,934)	5,381,704 (4,367,081)
Retail Commercial	389,490 <sup>1</sup> / <sub>2</sub> (304,565)	412,740 (323,165)	446,670 (350,310)
Commercial Recreation	375,000 <sup>1</sup> / <sub>2</sub> (300,000)	139,500 (111,600)	139,500 (111,600)
Hotel	700 Rms	700 Rms	700 Rms
Market-Rate Housing	990 DUs (900 DUs)	1390 DUs (900 DUs)	445 DUs
Elderly Housing	225 DUs	225 DUs	225 DUs
Downtown Support & Light Industry	615,825 <sup>1</sup> / <sub>2</sub> (492,660)	615,825 (492,660)	615,825 (492,660)
<hr/>			
Total office, Retail & Downtown Support	3,439,935	3,770,085	6,444,199
Commercial Recreation Component	162,500	55,800	55,800
<hr/>			
TOTAL COMMERCIAL	3,602,435 <sup>1</sup>	3,825,885	6,499,999
TOTAL HOUSING	1215 DUs (1125 DUs)	1615 DUs (1125 DUs)	670 DUs

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- 1 Total Built Space - Square Feet.
  - 2 Gross Leasable Area - Square Feet.
  - 3 SFRA letter to HUD (Nov.22, 1977) imposes 900 DU limit on YBC Market-Rate Housing.



## CONCLUSION

It has been the intent of this report to set forth for the Agency a set of appropriate administrative tools for managing the YBC Urban Renewal Project to a successful conclusion. It is the consultants' belief that the concept described, consisting of a framework of fixed elements and a sequence of market offerings for variable elements, provides a positive means of guiding the project through the development process. This approach can ensure that YBC's future is not dependent upon the success or failure of any single development proposal. In the coming weeks, the consultants will produce a series of concept designs for public improvements, such as the central block pedestrian link, and design guidelines for private development, which will describe in greater detail the day-to-day use of the Urban Design Policy Framework.





